

## Message Text

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ACTION NODS-00

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FM AMEMBASSY PANAMA

TO SECSTATE WASHDC 2693

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FOR THE DEPUTY SECRETARY FROM THE AMBASSADOR

E.O. 11652: N/A

TAGS: APER, PN

SUBJECT: EVALUATION OF MISSION PERSONNEL LEVELS

REF: STATE 154335

1. I HAVE CAREFULLY CONSIDERED YOUR MESSAGE CONCERNING CURRENT AND PROJECTED MISSION PERSONNEL LEVELS IN THE LIGHT OF THE PRESIDENT'S CONCERN OVER THE NUMBER OF OFFICIAL AMERICANS ABROAD. I HAVE REACHED THE CONCLUSION THAT IT IS PREMATURE TO MAKE SPECIFIC RECOMMENDATIONS WITH REGARD TO PANAMA.

2. THE KEY IS WHETHER OR NOT WE WILL BE SUCCESSFUL IN NEGOTIATING A NEW CANAL TREATY. IF WE SUCCEED AND A TREATY IS RATIFIED, EMBASSY PANAMA'S RESPONSIBILITIES WILL INCREASE SUBSTANTIALLY--PERHAPS BY OVER 50 PERCENT. THE NEW RELATIONSHIP TO BE ESTABLISHED WITH PANAMA AS WELL AS THE DEMISE OF THE CANAL ZONE GOVERNMENT (CZG) WILL BRING THE FOLLOWING CONSEQUENCES, INTER ALIA:

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A. A SHARP INCREASE IN SHIPPING, SEAMEN AND CONSULAR SERVICES WHICH ARE NOW PERFORMED BY THE CZG FOR TRANSITTING VESSELS AS WELL AS FOR AMERICAN AND OTHER RESIDENTS OF THE CANAL ZONE. WE HAVE MADE SOME PRELIMINARY ESTIMATES OF ADDITIONAL PERSONNEL NEEDS IN OUR RECENTLY SUBMITTED "CONSULAR PACKAGE" (PANAMA 3450).

B. WE WILL NEED TO ESTABLISH, EITHER AS A SPECIAL UNIT OR AS PART OF THE POLITICAL SECTION, AN OFFICE RESPONSIBLE FOR TREATY AFFAIRS AND TO SERVE AS THE MAIN COUNDUIT BETWEEN THE GOP AND THE NEW CANAL ENTITY. THESE FUNCTIONS COULD WELL OVERSHADOW IN IMPORTANCE THOSE OF THE POLITICAL SECTION WHICH, IN ANY CASE, MUST REMAIN RESPONSIBLE FOR OTHER ASPECTS OF U.S.-PANAMANIAN BILATERAL RELATIONS AS WELL AS MULTILATERAL AFFAIRS.

C. THE TREATY SETTLEMENT WILL LIKELY INCLUDE A COMPENSATION PACKAGE INVOLVING SUBSTANTIAL DEVELOPMENT ASSISTANCE. THIS IMPLIES STRENGTHENING OF OUR AID MISSION WITHOUT REDUCING OUR ECONOMIC SECTION WHICH IS INTEGRATED WITH THE AID MISSION. GIVEN THE SIZE OF THE AMERICAN BUSINESS COMMUNITY AND THE IMPORTANCE OF OUR TRADE RELATIONS, I SEE NO POSSIBILITY OF REDUCING OUR ALREADY SMALL COMMERCIAL SECTION.

D. THE NEW TREATY WILL PROVIDE FOR JOINT U.S.-PANAMANIAN DEFENSE OF THE CANAL BUT PANAMA IS IN NO POSITION TO PARTICIPATE EFFECTIVELY WITHOUT CONSIDERABLE U.S. MILITARY ASSISTANCE. THIS MEANS OUR MILGP WILL BE EXPANDED TO MEET ITS INCREASED RESPONSIBILITIES IN HELPING EQUIP AND TRAIN THE NATIONAL GUARD. THE VARIOUS LEGISLATIVE PROPOSALS PENDING IN CONGRESS PROVIDE FOR THE CONTINUATION OF A MILGP IN PANAMA. WE HAVE NO SERVICE ATTACHES ASSIGNED TO THE EMBASSY.

E. I SEE NO POSSIBILITY OF REDUCING OUR VERY SMALL USIS OPERATION, LIMITED OFFICIAL USE

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PARTICULARLY DURING THE SENSITIVE PERIOD PRIOR TO THE RATIFICATION OF THE TREATY AND IN THE INITIAL PERIOD OF ITS IMPLEMENTATION.

F. DISAPPEARANCE OF THE CANAL ZONE WILL REQUIRE "NORMALIZATION" OF THE STATUS OF A NUMBER OF USG AGENCIES PRESENTLY LOCATED IN THE ZONE BUT NOT DIRECTLY RELATED TO CANAL OPERATIONS. THESE AGENCIES ARE: FEDERAL AVIATION ADMINISTRATION, FEDERAL HIGHWAY ADMINISTRATION, FOREIGN BROADCAST INFORMATION SERVICE, GORGAS MEMORIAL LABORATORY, SMITHSONIAN TROPICAL RESEARCH INSTITUTION. PRESUMABLY THESE WILL FALL UNDER THE AEGIS OF THE DIPLOMATIC MISSION AND WILL REQUIRE ADMINISTRATIVE SUPPORT, AS A MINIMUM DUSBURSING (STATUTORILY REQUIRED) AND OTHER GENERAL SERVICES SUCH AS ACCREDITATION AND CUSTOMS CLEARANCES. THUS, I FORESEE THE NEED TO ASSIGN ADDITIONAL FAAS PERSONEL TO MEETA SUBSTANTIALLY INCREASED WORK LOAD.

3. IN SUMMARY, IF A NEW TREATY IS CONCLUDED, THIS MISSION MUST BE INCREASED TO MEET THE REQUIREMENTS OF THE NEW SITUATION. MOREOVER, WE WILL NEED A NEW CHANCERY TO HOUSE THE AUGMENTED PERSONNEL. ON THE OTHER HAND, IF THERE IS NO TREATY AND A CONFRONTATION ENSUES, WE MAY NOT NEED MUCH MORE THAN A FEW CONSULAR OFFICERS TO PROTECT OUR CITIZENS AND MAINTAIN SOME

OFFICIAL CONTACT WITH THE GOP.

4. NEVERTHELESS, IF HIGH POLICY MAKES IMPERATIVE A REDUCTION OF THE AMERICAN PRESENCE HERE, I SEE SOME POSSIBILITY FOR SUCH REDUCTION IN A NUMBER OF OFFICES WHICH HAVE REGIONAL RESPONSIBILITIES.

A. THE GAO HAS 12 PERSONS ASSIGNED HERE CURRENTLY AND THE NUMBER WILL INCREASE TO 17 OVER THE COMING MONTHS.

B. AID HAS AUTHORIZED LEVELS OF 12 IN ITS AREA AUPTOR GENERAL STAFF; 4 IN ITS INSPECTIONS AND INVESTIGATIONS STAFF; AND 3 IN ITS HOUSING INVESTMENT GUARANTY STAFF.

C. IN THE SECURITY FIELD THERE IS A REGIONAL SECURITY SUPERVISOR (VACANT) AND A SECRETARY AS WELL AS A REGIONAL LIMITED OFFICIAL USE

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TECHNICAL SECURITY STAFF OF 4 OFFICERS AND 5 SEABEES.

5. AS SUGGESTED IN YOUR MESSAGE, THESE FUNCTIONS COULD PROBABLY BE CENTERED IN WASHINGTON, OR SOME OTHER PLACE SUCH AS MIAMI, AND COME TO PANAMA AND OTHER COUNTRIES ON TDY AS REQUIRED.  
JORDEN

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